Comprehensive Community Corrections Act And Pretrial Services Act

Local Community-based Probation and Pretrial Services Program Guide for FY 2007-2008 Funding



Virginia Department of Criminal Justice Services 202 North Ninth Street, 10th Floor Richmond, Virginia 23219

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Program Guide for FY 2007 - 2008 Funding

I. INTRODUCTION

The Department of Criminal Justice Services (DCJS) administers general appropriation funds designated for the purpose of supporting the Comprehensive Community Corrections Act for Local-Responsible Offenders (CCCA) and the Pretrial Services Act (PSA) as discretionary grants to local units of government.

Applications for continuation funding under this program category for Fiscal Years 2007-2008 is currently being solicited. Program briefs for the CCCA, the PSA, and optional Public Inebriate Centers (PIC) are provided in Section III of this Program Guide. These briefs describe the projects eligible for continuation funding. Please note that changes made for FY2007 - 2008 are marked "new" in the right margin.

Authority & Purpose

This grant program is intended specifically to support programs established under the authority of the CCCA, as specified in §§ 9.1-173 – 9.1-183 of the *Code of Virginia*, or the PSA as specified in §§19.2-152.2 - 19.2-152.7 of the *Code of Virginia*. Sentencing to local community-based probation programming authorized by the CCCA is to be done in accordance with §19.2-303.3 of the *Code of Virginia*.

Funds are to be used for purposes of continuing, improving, and/or expanding existing programs, services, and intermediate sanctions and punishments, and for the development of new and innovative ones.

This program may also continue public inebriate diversion programs authorized under §§9-173.1, 9-173.2, and 18.2-388 of the *Code of Virginia*, which were established as optional programs on or before July 1, 1997.

Eligibility Requirements

Only county or city governments are eligible to receive grants through this program. For multijurisdictional efforts, one of the participating localities must submit the grant application on behalf of all participating jurisdictions and shall **assume responsibility for grant administrative and financial matters** by serving as Administrator and Fiscal Agent. Private organizations may receive grant funds only through contracts with local governments.

The County Administrator or City Manager must serve as the Project Administrator. For multijurisdictional efforts, the County Administrator or City Manager of the locality serving as Fiscal Agent will serve as the Project Administrator. It will be the responsibility of the applicant locality to ensure that funds are spent in accordance with grant specifications and local and state procurement regulations.

Each applicant is to have a Community Criminal Justice Board (CCJB) to serve as an advisory body to the local governing body on matters pertaining to local criminal justice issues. The composition of the CCJB is specified in §9.1-178 of the *Code of Virginia*.

Mandatory System Establishment

Establishing a system of community-based services as defined in the CCCA and PSA is a local elective option **unless** a city, county, or combination thereof is required by §53.1-82.1 to file a plan for community-based corrections with the Board of Corrections. This applies to localities that have been approved for, or are seeking funding for, jail project construction reimbursement. Any city, county, or combination thereof which either elects to, or is required to, establish a system of community-based services as defined in §§9.1-174 & 9.1-176 (CCCA) shall provide for all components, including: local probation supervision, community service, home incarceration, electronic monitoring, and substance abuse assessment, testing, and treatment and pretrial services, if so required pursuant to §19.2-152.2 and §19.2-152.4. In accordance with §§19.2-152.7 and 9.1-182 of the *Code of Virginia*, counties and cities shall be required to establish CCCA and PSA programming only to the extent funded by the Commonwealth through the General Appropriations Act.

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Withdrawal from Program

As indicated in §§19.2-152.6 and 9.1-179 of the *Code of Virginia*, any participating city or county may, at the beginning of any calendar quarter, by ordinance or resolution of its governing authority, notify the Director of DCJS of its intention to withdraw from the pretrial services or local community-based probation program. Such withdrawal shall be effective as of the last day of the quarter in which such notice is given. Withdrawal will result in the discontinuation of state funding for local community-based probation or pretrial services programming and possibly the revocation and/or reimbursement of state funding for jail construction projects.

Funding Restrictions/Requirements

CCCA/PSA program grant recipients *may not* use these grant funds to:

- 1. Supplant or replace local funds supporting functions that may be associated with the administration or operation of these programs and/or the supervision of defendants and offenders.
- 2. Supplant or replace in whole or part other state funds supporting functions that may be associated with the administration or operation of these programs and/or the supervision of defendants and offenders. This includes, but is not limited to, functions of the County or City Treasurer's office supported by the state and functions of the Clerk of the Court.
- 3. Pay for Sheriff's deputies or jail operational staff not designated <u>solely</u> for CCCA or PSA programming.



- 4. Pay capital construction, renovation, remodeling, and land acquisition.
- 5. Pay for any vehicles.
- 6. Pay for firearms, ammunition, and related equipment.
- 7. Pay for clothing and/or uniforms.
- 8. Pay for lobbying, political contributions, honoraria, and bonuses.
- 9. Pay for personal entertainment, personal calls, and alcohol.

Requirements and restrictions on the expenditure of grant funds, where given, must be adhered to by the applicant. The applicant should establish additional requirements for system components that are established in this program guide (including, but not limited to any optional programs). Additional locally defined requirements are subject to modification as the CCJB develops goals and determines the direction of the local community criminal justice system. Every effort should be made to coordinate supervision among the various system components so as to promote efficiencies at the local level.

For public inebriate diversion programs, general funds (and any required local match) may only be used to support direct sobering-up services. Direct services include, where applicable, projects which are approved for the transportation of public inebriates by non-law enforcement agencies in lieu of arrest, public inebriate intake, short-term sobering-up services, and a pro-rated share of management services necessary to oversee public inebriate services.

Public inebriate diversion program grant recipients *may not* use these grant funds to:

- 1. Supplant or replace state or local funds which support social detoxification services, alcohol abuse counseling, supervised care or residential services that may be associated or co-located with the administration and operation of this program.
- 2. Pay for law enforcement officer staff.
- 3. Pay for any jail or lock-up staff.
- 4. Pay for capital construction, renovation, or remodeling.

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Matching Funds: There are no matching funds required for this grant program with the exception of public inebriate diversion programs in operation before July 1, 1997 (these require an equal local match).

Supervision/Intervention Fees: Supervision/intervention fees are governed by the same terms. conditions, and assurances that apply to state grant funds apply. There are two (2) exceptions:

- 1. Fees collected may be used to supplant any local funds contributing to the grant, and
- 2. Fees collected in one fiscal year may be rolled-over from year-to-year.

Indirect Costs: Indirect costs are defined as fees charged against the grant for the local government's administration of the funds. Included in this are any administrative personnel and operational costs incurred by the locality that cannot be attributed directly to a given project. Should the locality determine that charging indirect costs against the grant program is necessary and the CCJB supports such a cost, the following conditions apply:

- Indirect costs are limited to 1% of the total award.
- Charging the grant for indirect costs cannot violate non-supplanting requirements.
- 3. Charging the grant for indirect costs will reduce the total amount available for defendant and offender supervision, treatment, personnel and other program operating expenses.
- 4. Optional public inebriate diversion programs are not considered to be within the local communitybased probation sub-budgets, and therefore, may not have indirect costs charged against them.

Amount Available/Funding Limitations

The base appropriation for continuation funding for FY2007 is \$20,758,828. Unless you are notified NEW of additional funding, applicants may only apply for received for FY2006. DO NOT APPLY FOR MORE THAN THIS AMOUNT. Any significant sub budget adjustments must be thoroughly justified.

If changes in funding occur as a result of actions by the General Assembly or Governor, adjustments will be made by decision of the Department's staff and the Criminal Justice Services Board.

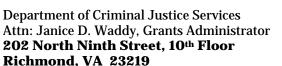
Grant Period

Successful Applicants will be funded for **24 months** beginning July 1, 2006 and ending on June 30, 2008 (Fiscal Years 2007 & 2008). Changes and modifications will be considered on a case-by-case basis. At a minimum, grantees will be expected to submit a new itemized budget and budget narrative before the end of the first 12 months. If the program changes significantly, a new program overview with the accompanying documentation should be submitted at the 12-month mark.

How to Apply

Applicants must adhere to all of the following applicant specifications for funding consideration:

1. An original and three (3) copies (4 total) of the completed DCJS Grant Application must be **received by Friday, April 21, 2006.** Applications can be mailed to:



2. All parts of the application must a) be complete, b) comply with any page limitations, and c) be submitted in the application outline order presented here and as specified on the Grant Application Checklist.

3. The Project Administrator must sign the grant application face sheet.





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- 4. Only *one* grant application per applicant jurisdiction will be accepted for CCCA, PSA, and optional program funding. Project descriptions (including program description and targets) may be combined. However, **separate budgets are required for each program category**, *in the order listed*:
 - a. Local Community-based Probation
 - b. Pretrial Services Programs
 - c. Optional Public Inebriate Centers funding should be included in the application in accordance with the program guide provided.
- 5. Clearly note on the top of each budget which program category the itemized budget represents (i.e., Local Community-based Probation, Pretrial Services).
- 6. Staff, services, office space, or supplies shared across the various project budgets should be appropriately split (i.e., 60/20/20%), clearly stated, and identifiable on both the forms and in the narrative.
- 7. Faxed copies will *not* be accepted.
- 8. Applications postmarked after the deadline will *not* be considered.
- 9. **Do not** submit bound grants. Individual copies should be either stapled or clipped.
- 10. **Do not** use appendix material to extend or substitute for the narrative portion of the application.
- 11. Supplemental material or appendices should be labeled and separated from the narrative and budget sections.
- 12. Number all pages sequentially.
- 13. Use 8 $\frac{1}{2}$ " by 11" white paper only.

Review Process

DCJS will base its review on the quality and thoroughness of all parts of the applications, as well as on indicators of the relative need of the applicant jurisdictions. Past performance, adherence to grant guidelines and conditions, and whether all reporting requirements are current will be considered during grant review.

Applicants may be advised if significant reductions in their proposals have been recommended and will be given an opportunity to provide additional supporting information for consideration by the review committee or subcommittee.

In addition to a project's implementation and performance, and the availability of funds, a key factor in determining eligibility for continuation funding will be compliance with grant financial and progress reporting requirements. No current recipient of funding through this grant program will be considered for continuation funding if, as of the continuation application due date, any of the required Financial, Progress or Monthly Reports for the current grant are more than 30 days overdue. For good cause submitted in writing by the grant recipient, DCJS may waive this provision.

Technical Assistance

For general grant application assistance or Local Community-based Probation assistance please contact Paula Harpster at (804) 786-1140 or paula.harpster@dcjs.virginia.gov. For Pretrial assistance contact Tony Casale at tony.casale@dcjs.virginia.gov or (804) 225-4564 or Ken Rose at ken.rose@dcjs.virginia.gov or (804) 371-0531.

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II. INSTRUCTIONS FOR COMPLETING THE DCJS GRANT APPLICATION

A complete grant application includes sections **A-F** in order. Additional copies of the forms are available online at http://www.dcjs.virginia.gov/corrections/. Please follow these directions carefully.

A. Application Face Sheet

The Application Face Sheet must be completely filled out and signed by the Project Administrator.

Grant Program: Check the appropriate program category: Local Community-based Probation (CCCA), Pretrial Services (PSA), and Public Inebriate Center (PIC). Indicate that the application is for the continuation of an existing DCJS grant-funded program. Give the current grant number.

Applicant Jurisdiction: List the applicant jurisdiction (Fiscal Agent). If the application is on behalf of several jurisdictions, list the jurisdiction serving as Fiscal Agent. Do not list local/regional jail.

Jurisdiction(s) Served: List all localities served.

Project Director, Project Administrator, and Finance Officer: These individuals are responsible for the management and administration of the grant. For multi-jurisdictional efforts, the Project Administrator and Finance Officer should be from the locality serving as Fiscal Agent.

<u>Local Community-based Probation Project Director and Pretrial Services Project Director</u>. This person will serve as the project contact for DCJS regarding the provision of services under the authority of the CCCA and PSA. There may be more than one Project Director. (Additional contacts or Project Directors for Public Inebriate Centers should be noted in the Supplemental Project Information section of the grant application.)

<u>Project Administrator</u>: This person is the County Administrator or City Manager of the fiscal agent and is the person who will oversee the management of the grant. (Where supervision services are to be contracted, the Project Administrator will be the primary contact for matters relating to the administration of the grant. The Project Director may still serve as contact for matters relating to program operation.)

<u>Finance Officer</u>. This is the individual who will be responsible for the fiscal management of the funds at the local government level.

It is extremely important that you provide correct fax as well as telephone numbers for each person. Please provide E-MAIL addresses if available.

Applicant Agency Federal ID#: Please provide the applicant agency federal identification number in this box. The applicant agency is the fiscal agent, not the program or jail.



Project Budget Summary: Report total figures from budget forms by category (i.e. Personnel) and by funding option (i.e. Pretrial Services) on the application face sheet. All local community-based probation programs authorized under CCCA should be categorized as "Local Community-based Probation" and pretrial services programs authorized under PSA should be categorized as "Pretrial Services." Though separate budgets must be submitted for each optional program for which funding is requested, the totals from those budgets should be combined for purposes of the application face sheet. Total all category budgets in the last column. Include the total local funds that support this project on the bottom line. Do not include these funds in the breakout above.

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B. Project Description Update

The applicant should address each of the elements in this sub-section in order. It should be written in a manner that is self-explanatory to reviewers unfamiliar with the program activities of the applicant. Appendices may not be used to extend or substitute the narrative portion of the application. Address the following two (2) elements in the Project Description:

1. Project Summary (3-page maximum per program component)

There are two main components to this element of the Project Description. Each component should be completely addressed as follows:

- a. Provide a brief abstract of the project at hand, *summarizing* the project including:
- Type of program, services, and present activities including mandated services, actual operations, duties and responsibilities and optional committee.
 - Geographic service area (localities served)
 - Target population
- b. Provide a summary of the progress made in the project beginning July 1, 2005 to date which includes:
 - A report of the progress relative to the program targets in the FY2006 grant (including actual vs. projected caseloads)
 - Discussion of any significant changes to the originally approved project
 - An explanation as to why any program targets identified for FY2006 are not expected to be met or are expected to be exceeded
 - A description of the extent to which the pretrial program is currently utilizing the Virginia Pretrial Risk Assessment Instrument (VPRAI, if applicable).

2. FY 2007 and 2008 Program Goals and Targets

Public safety is the primary goal of this grant initiative. The secondary goals of this initiative reflect three broad purposes: effective sentencing, effective use of public resources allocated for pretrial and correctional purposes, and extensive involvement of local communities in developing and implementing correctional programs for select offenders.

In the past, standard, preset goals and objectives have been identified for applicants. Applicants are encouraged to continue using these goals and objectives to enhance the locality's overall vision for public safety. As with the last biennial grant cycle, all programs are required to submit program targets for FY2007 and 2008. Please review the information in the Program Briefs for community-based probation and pretrial services programs in Section III as a guide for developing the program targets.



C. Supplemental Project Information

The applicant is to supply supplemental project information to promote an understanding of the project and assist in the dissemination of information. Include the following three elements:

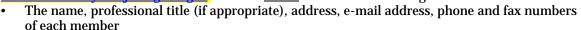
- 1. E-Mail Addresses and Additional Project Directors (if applicable): List e-mail addresses of all project directors listed on application face sheet. Then, list names, titles, addresses, phone number, and fax numbers for Project Directors other than those given on the face sheet for Local Community-based Probation and Pretrial Services. These persons serve as project contacts for DCJS.
- 2. Satellite Offices & Additional Program Contacts (if applicable): Include the following information:

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- Addresses, email addresses, phone and fax numbers of all satellite offices associated with the project
- Indicate what services are performed at that office (i.e.: Pretrial Services, Local Community-based Probation Services, etc.)
- · Include days and hours of operation for satellite offices

3. CCJB Members

Include a current list of all CCJB members. This list should be separate and apart from the other information provided in this portion of the Application. In addition to including the CCJB list in the application submission, please email this list to paula.harpster@dcjs.virginia.gov and Jennifer.bradley@dcjs.virginia.gov. The list must include the following information:



- The CCJB position each person holds, if not clear by professional title (for example, JDR judge, Police, or Jail positions)
- The *chair* of the CCJB; include vice-chair if they should be included on mailings
- The name, professional title (if appropriate), address, email address, phone and fax numbers of the designated CCJB staff person

D. Project Budget Itemization and Narrative

The project budget is a vital part of the grant application. Funding for all allowable elements constitutes the overall budget for the grant project. However, sub-budgets must be developed and submitted for each program within the project at hand. Thus, separate itemized budget forms and narratives must be completed for **each** of the following program categories:

- Local Community-based Probation
- Pretrial Services Programs
- Optional Public Inebriate Centers

The budget narrative should fully explain the reason for *each* requested budget item and provide the basis for its cost. All requested items must be thoroughly justified and clearly related to the proposed project *or they will be deleted* from the budget and the total amount reduced.

When completing the budget forms and narrative, remember that:

- Budgets (state-funding portions) should correspond with totals given on the Application Face Sheet (sum budgets provided for optional programs for purposes of the Face Sheet only).
- Staff, services, office space, or supplies shared across the various project budgets should be appropriately split (i.e.: 60%: 40%), clearly stated, and identifiable on both the forms and in the narrative.
- Any fees, local or federal funds supporting this project must be included in the itemized budget per each item and in Section 7 of the form and explained in the narrative. This includes, but is not limited to, local, federal, or other state funds utilized to pay staff associated with the project.
- If supervision is contracted, all expenses related to that service should be included under the "Consultants" category with a separate budget itemizing how funds will be expended for supervision services.
- All sections of this guide include information which is relevant to program structure and funding requests. **Please review the guide carefully prior to completing the budget.**



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Provide clear, detailed information in the budget narrative as follows:

1. Personnel/Employees

This applies to local government employees who will be supported by funds (state, federal, or local) associated with this project. (All non-government workers associated with this project are considered "consultants.")

a. Salaries: List each position by title on the itemized budget form (and name of employee, if available). Show the annual salary rate for the employee and the number of hours to be devoted to the project by the employee. The amount requested should take into account time needed to establish and fill new positions and the changing demands for personnel during the course of the project. (Job descriptions and qualifications of staff should be on file at the implementing agency.)

Hiring temporary part-time or full-time workers for professional (case management) positions is not permitted. Professional positions may only be held by permanent full-time or permanent part-time employees.



Explain the positions and their functions. If positions are split between programs or projects, explain. Justify the necessity of creating new positions. Could present staff be reallocated? Could volunteers be utilized? Do all positions need to be full time? Are salary scales consistent with similar or local wage scales? **Identify all staff and/ or positions** that are responsible for investigating or supervising offenders/defendants. Indicate caseload size (full, 34, ½, etc.) and, if it is a specialized caseload, indicate type (domestic violence, substance abusers, etc.) in both the itemized budget and the budget narrative. For example, the itemized budget would contain the following information:

a. Names of Employees	Position Titles	Annual Salary Rate	Hours Devoted
Jane Q. Public (full caseload)	LPO	\$24,000	2080
Jon Dough (full caseload, substance abuse cases)	LPO	\$18,000	1560

In this case, and in the narrative, Jane Public would be counted as 1 FTE and Jon Dough would be counted as a 0.75 FTE. If caseload information is not identified, DCJS will presume that **ALL** staff carry a full caseload. Caseload ratios will be calculated using this information.

The workload must justify creating full-time positions. DCJS funding may be utilized for the provision of direct supervision only. DCJS will not fund case management supervision staff (or functional equivalent)-to-offender/defendant average ratios of less than 1:60 for local community-based probation, 1:40 for pretrial services. (This does not preclude smaller jurisdictions with lower populations from funding. Staff requests should be in proportion to the population served.) Furthermore, management and support staff should be in direct proportion to offender supervision staff and should be well justified. As always, DCJS encourages administrative efficiencies with state grant funding.



b. Employee Benefits: Indicate each type of benefit included and the total cost allowable to employees assigned to the project. If this is percentage based, indicate the percentage.

2. Consultants (Including Contract Services & Supervision)

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- a. For individuals to be reimbursed for personal services on a fee basis: List each type of consultant or service (with numbers in each category and names of major consultants when available), the proposed daily fee rate, and the amount of time to be devoted to such services. **Individual consultant rates may not exceed \$450.00 per day.**
- b. For organizations, including professional associations and educational institutions, performing professional services: State the type of services being performed and estimated contract prices. Requests for contracted services and consultants will be very carefully screened. Only when it can be clearly justified that the use of outside contract agencies and consultants will significantly and permanently enhance project effectiveness will consultant and contracting fees be approved.

When contracting for supervision services, the locality should develop one budget form to indicate the amount of the anticipated contract award. This should be accompanied by a second budget form (with narrative) detailing how the contractors will expend their contract award.

When contracting for supervision services, the locality must adhere to staffing ratios established under #1 (Personnel/Employees) of the Project Budget Itemization.

When contracting for supervision services, no more than 1% of the total budget may be utilized for functions that would be considered "Indirect Costs" if the program were operated as a local government agency. Any costs above the 1% must be supported by the locality or by other sources (i.e. donations, endowment funds, United Way, etc.) that support the contracted agency. Supervision services contracted are to be included here.

- c. Consultant Travel and Subsistence: Estimate actual costs. These must be reasonable and adhere to the subgrantee's established travel policy. This is generally not allowable for this grant program unless it is clearly necessary, reasonable, and justified.
- d. Description of each service contracted for and the name of the service provider.
- e. The number of defendants and/or offenders benefiting from each type of service.
- f. Total budgeted amount for each service and a per defendant/offender/group cost.
- g. Description of what services the Community Services Board (CSB) provides and at what cost to the program (including services that are free of charge). The failure to utilize CSB services should be thoroughly explained.
- h. If supervision services are to be contracted, include a description of what the contracted service will provide and what resources will be necessary. Using a separate set of standard budget forms and following the budget narrative requirements, include a description and breakdown of associated costs which clearly describe:
 - Personnel salaries, benefits, <u>and</u> duties
 - Sub-contracting

- Equipment
- · Supplies and other expenses

This description should be developed as if the services were being provided by a local government agency, thus following the corresponding categories (i.e.: Personnel/ Employees) of the Project Budget Itemization.

i. If supervision services are to be contracted, include, as an *attachment*, a copy of a current Memorandum of Understanding (MOU) and/or contract (if a private provider is currently utilized and expected to be continued) or a description of what the contract will include and a description of how the service provider will be selected.



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j. Justify consultants' travel by explaining its relevance to job duties. **Excessive mileage** should be explained and fully justified.

3. Travel

Itemize total travel expenses of project personnel by local mileage, non-local, and subsistence. Subgrantees must follow the state's travel policy *unless there is a written local travel policy*. State allows reimbursement for actual reasonable expenses. Mileage is reimbursed at \$0.325/mile. Transportation costs, such as air and rail fares, are at coach rates. Justify travel by explaining its relevance to job duties.

4. Equipment

Each major item to be purchased must be separately listed with unit cost. Each item to be leased or rented must be separately listed with the cost associated with the lease or rental. The budget narrative must thoroughly explain the relevance and importance of each item to the project. Items not thoroughly justified will be deleted.

CCCA and PSA budgets must include a line item under equipment for the PTCC network equipment and hardware replacement and repair for no less than 1% of the program funding. For any new positions established, \$2,000 must be budgeted for computer equipment, software, licensing, and networking. All computer equipment, software, and networking must meet DCJS specifications and be compatible with the Pretrial/Local Community-based Probation (PTCC) information system. All office moves require additional expenses both at the local program level and for DCJS, so any move should be planned for in advance if possible. DCJS requests one (1) month notice for any physical moves and moving expenses should be planned for in the budget, if known.

Equipment includes, but is not limited to, the purchase or lease of items such as office furniture, copiers, fax machines, telephones (but NOT line service), PTCC wiring, pagers, and cellular phones.

DCJS strongly recommends that ALL staff have email and internet access with valid virus protection that is updated regularly. Part of the PTCC 1% may be used for this purpose.

5. Supplies and Other Operating Expenses

All costs should be itemized within this category by major types and show the basis for computation ("x" dollars per month, "y" dollars per person, etc.). Office rental costs must be reasonable and consistent with rents charged in the area. Rental space should be reasonable (any footage that exceeds 150 feet/per full time employee must be explained).

Supplies and Other Operating Expenses may include, but are not limited to, the following:

- Rent
- Utilities
- Telephone services (local and long distance)
- Internet access/internet provider contracts
- Digital pager services (if separate from equipment lease)
- Cellular phone services (if separate from equipment lease)

- Office supplies (including normal printing expenses - do not separate)
- Vendor maintenance contracts/agreements
- On-site drug testing and lab confirmations
- Postage
- Special printing projects
- Training (i.e., Basic Skills)

Please

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Certain maximum limitations on supplies and other operating expenses are imposed as follows:

- Office supplies, including normal printing expenses (i.e.: letterhead, business cards): \$50/full-time employee equivalent/month (this is \$600 per year per FTE)
- Training: \$400/full-time employee equivalent
- CCJB Expenses: if requested, no more than \$2,000 total

6. Indirect Costs

These are costs that cannot be assigned to a particular category but are necessary to the operation of the organization and the performance of the project. The following specifications apply to developing the Indirect Costs portion of the budget:

- Indirect costs are limited to 1% of the total award.
- Indirect costs must be accounted for in the local community-based probation budget, however, if indirect costs are charged for the pretrial budget, the pretrial budget should be adjusted accordingly.
- Charging the grant for indirect costs cannot violate non-supplanting requirements.
- Indirect costs include, but are not be limited to:
 - Audits ordered by the locality as part of the local audit procedure
 - Insurance required by locality and not covered by the state
 - Costs associated with personnel and funds management
 - General services conducted as part of the local government (i.e.: facility maintenance)

7. Cash Funds from Sources Other than Grant Program Supporting this Project

Funds from sources other than this award, including supervision/intervention fees, project income, local or federal funds supporting the project must be included in the budget summary (and on the itemized budget and the narrative budget). With the exception of supervision/intervention fees, funds shown in this item are not governed by the terms, conditions, and assurances which apply to the grant award (see page 4).

E. Letter of Support from the Community Criminal Justice Board

F. Completed Application Checklist

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III. PROGRAM BRIEFS

A. Local Community-based Probation

Discussion

Local community-based probation enhances public and community safety by providing supervision services through a variety of intermediate sanctions and punishments. Offenders may be placed on, or sentenced to, local community-based probation supervision. This includes local probation that may stand alone or involve other system components such as home incarceration, electronic monitoring, community service, or substance abuse assessment, testing, or treatment. The other components may also be used as sanctions for minor infractions of local probation supervision requirements. Probation services enable offenders to become functional members of the community by providing education, training, and treatment while making offenders accountable to the community for their criminal behavior.

All offenders sentenced, or placed, pursuant to §19.2-303.3 of the *Code of Virginia*, or statutes authorizing deferred proceedings for those charged with Class 1 or 2 misdemeanors or those who meet the definition of appropriate supervision placement, shall be considered to be on local probation supervision for these purposes. Any offender who is convicted of a misdemeanor or nonviolent felony for which the court imposes a sentence of 12 months or less is eligible for placement within an agency established or contracted with under the authority of the CCCA. Other system components ordered shall be in addition to local probation supervision.



Community service allows or requires offenders to perform a specified number of hours of unpaid work in public or non-profit agencies. Offenders are assigned to appropriate program staff who will match offender skills, interests, and personalities with available job sites. Program staff assist in establishing a work schedule and then regularly monitor offender compliance and performance.

Home incarceration, also known as home confinement or house arrest, is a judicially or administratively imposed condition requiring an offender to remain at home for all or some portion of the day with approved absences for work, treatment, counseling, and/or doctor appointments. A curfew sanction is one form of home confinement. Supervision is accomplished through telephone calls, home and office visits, and collateral contacts with third parties. Home confinement should be imposed as a sanction only when there are reasonable assurances that the defendant or offender will abide by the rules without the use of additional supervision tools (electronic monitoring may be utilized if these assurances do not exist).

Electronic monitoring is an option utilized by local correctional entities to help in the supervision of selected offenders. Using a basic concept of home incarceration, offenders are required to remain in their homes at all times except for approved absences for work, treatment, counseling, and/or doctor appointments. To help assure that offenders adhere to the home confinement stipulations, an electronic monitoring device is used. Electronic monitoring may be used as a sanction for an individual who has technically violated conditions of supervision.

NOTE: It is *not* the purpose of this program to **supervise** offenders convicted of traffic infractions, offenders sentenced to community service in lieu of fines/costs, or to supervise offenders until all fines, costs, fees, and/or restitution is paid. Programs found to be actively supervising such offenders and counting them on the monthly report as supervision cases (as opposed to **monitoring**) risk funding reductions.

Programs are encouraged to continue to improve the efficiency and effectiveness of the local criminal justice system. Programs are also encouraged to create partnerships with community organizations beyond the criminal justice system for the purpose of education, collaboration, and inclusion in the decision-making and planning process.

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Program Targets for Local Community-based Probation

Programs shall develop annual program targets based on information from the **PTCC generated** monthly report and report on the Quarterly Progress Report. The intent of the targets is to improve efficiency and effectiveness of services. Please develop appropriate and reasonable numeric targets specific to your local community-based program for each of the following minimum, mandatory program targets for both misdemeanant and felons (except for #9,10, & 11) on the *Program Target* form provided for both FY2007 and FY2008 (see Attachment A.1). Base your targets on the most current program data. The development of additional program targets is encouraged but not required.

- 1. Total Placements on Supervision (Section I, #3; includes transfers from other programs, new placements from Court, and court reinstatements).
- 2. Total # of Supervision Days (Section I, #7)
- 3. Average Daily Caseload, ADC (Section I.#8)
- 4. Average Length of Supervision (ALOS), should be 6 months or less for misdemeanants and 12 months or less for felons or actual numbers (Section I.#9)
- 5. Placements on Services to: (Section II; if either of these are not applicable to your program, please indicate this):
 - Anger Management
 - Batterers' / Domestic Violence
- 6. Total Successful Placement Closures (Section III, #4A)
- 7. Total Unsuccessful Placement Closures (Section III, #4B; do not include other Case Closures in this section)
- 8. Rate of Successful Closure. This is calculated by taking the Total Successful Cases (#6) divided by the sum of the Total Successful Cases (#6) and the Total Unsuccessful Completions (#7).
- 9. Total Inactive Placements last day of the month (Section III, #5)
- 10. Total Offenders Monitored last day of the month (Section V, #4)
- 11. Total Community Services Hours Performed (Section VI, #1)
- 12. Total Amount of Restitution Facilitated (section VI, #2)
- 13. Total Amount of Fines/Costs Facilitated (Section VI, #3)
- 14. Total Intervention/supervision Fees Collected (Section VI, #4)

Other Program Guidance and Operating Requirements:

 All programs established and operated under the authority of the CCCA, including those contracted with for supervision, must follow standards, regulations, and guidelines put forth by DCJS. This includes, but is not limited to, the *Minimum Standards for Local Community Corrections and Pretrial Services* (dated *October 1, 2005* and any subsequent revisions or amendments) and all new guidelines implemented by DCJS.



- Standard Operating Procedures (S.O.P.): S.O.P. shall be maintained which address and comply
 with all CURRENT statutes, regulations, standards, guidelines, protocols, and policies.
 Supervision contractors are also accountable to such statutes, regulations, standards, guidelines,
 protocols, and policies.
- 3. Workload must justify creating full-time positions. DCJS funding may be utilized **only** for the provision of direct supervision. **DCJS will not fund local probation staff-to-offender average ratios of less than 1:60 for local community-based probation**. (This does not preclude smaller jurisdictions with lower populations from funding. Staff requests should be in

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proportion to the population served.) Management and support staff should be in direct proportion to offender supervision staff. When contracting for supervision services, the contractor must adhere to staffing ratios.

- 4. The length of supervision should not exceed the amount of time necessary for the offender to complete all measurable standard and special conditions of supervision. For example, if an offender is sentenced to complete 40 hours of community service work, the length of supervision shall not exceed the amount of time that offender takes to complete the 40 hours. If no measurable conditions apply, the length of supervision should not exceed the established period of time set forth in supervision standards and guidelines. The generally accepted maximum time under supervision has been an average of six (6) months for misdemeanants and twelve (12) months for felons. Long term and intensive supervision are not appropriate uses of these funds. Full payment of restitution is generally not considered a measurable standard, as restitution collection is not the primary function or duty of this program.
- 5. Misdemeanor substance abuse screenings and/or assessments pursuant to §§ 19.2-299.2 and 18.2-251 should be conducted in accordance with DCJS guidelines and protocols where applicable.
- 6. Substance abuse treatment should be recommended or provided based on the findings of the substance abuse assessment. Most offenders should be referred to outpatient services such as education, counseling, or short-term detoxification, and be tested regularly for drug and alcohol use. Residential treatment is not a substitute for supervision and should be limited unless the need for such service is indicated and documented by the results of an appropriate assessment. Program staffs are encouraged to take advantage of cross-training opportunities regarding substance abuse treatment. Long-term residential substance abuse treatment (i.e., 28 days or more) is generally not appropriate use of state grant funds.
- 7. Some offenders may require assistance in establishing residences. Placement in halfway or transitional living houses is not a substitute for supervision and should be limited. *Long-term residential placements (i.e. 28 days or more) generally* **not** appropriate use of state grant funds.
- 8. In accordance with §9.1-182 of the *Code of Virginia*, a statewide system of supervision and intervention fees to be paid by offenders has been established. No supervision or intervention fees are to be collected from offenders by agencies without *prior* DCJS approval. Any operating procedure developed locally must be submitted to DCJS for review and approval *prior* to implementation. Such operating procedure must be open to revision and must be in compliance with standards, regulations, and guidelines developed by DCJS. Schedules must be submitted with a description of how such fees will be processed and accounted for. Assurances must be provided that these collected funds will be utilized for local community-based probation programming. Payment of these fees must be made directly to the locality serving as Fiscal Agent, not in the name of the program. All fees collected must be reported on a quarterly basis to DCJS on the *Subgrant Financial Report for Project Income* form (this form and the instructions to complete the form are available online at www.dcjs.state.va.us/grantsadmin/).

Fees include, but are not limited to, any payment for supervision, drug testing, or program service participation charged by the supervising agency.

9. The responsibility for the collection and reporting of fines, costs, and restitution rests primarily with clerks of circuit and district courts and the attorney for the Commonwealth, as outlined in §§ 19.2-348, 19.2-349, 19.2-354, and 19.2-358 of the *Code of Virginia*. While many programs *facilitate* the payment of restitution by completing money orders with victims' names and then mailing payments, programs must not accept direct payment (in the name of the program, program staff, or directly related entity) for any such obligations.





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- 10. Supervision may be transferred between programs established and operated under the authority of the CCCA only. This includes locally operated programs and those contracted with by an authorized Fiscal Agent. *No fees are to be paid for the transfer of supervision to programs supported by CCCA funding.*
- 11. Contracting or sub-contracting for certain services (e.g., counseling, drug testing) should be done only when the primary provider is unable to perform the specified task or when it is cost effective to do so.
- 12. When contracting for supervision services, no more than 1% of the local community-based probation sub-budget may be utilized for functions that would be considered "Indirect Costs" if the program were operated by a local government agency. Any costs above the 1% will have to be supported by the locality or by other sources (e.g., donations, endowment funds, United Way, etc.) that support the contracted agency. Indirect costs include, but are not limited to audits, insurance, cost associated with personnel and funds management.
- 13. The PTCC case management system must be fully **utilized**. PTCC shall be the primary data source for offender/defendant records management information and case management activities. Any program that is not fully utilizing the PTCC system will risk termination of funding with 90 days notice. Full utilization includes the use of <u>all</u> modules and sub-modules-including, but not limited to the following practices:



- a) All new screenings, investigations, and **risk assessments** are fully entered in the system (PT only).
- b) Setup module and all associated sub-modules shall be completed at the time of intake and/or pretrial investigation.
- c) All CC and PT placement information shall be entered in PTCC modules and sub-modules. This includes new supervision referrals, court ordered obligations or conditions of bail and supervision.
- d) All case management activity including, but not limited to scheduled events, case notes, referrals, drug tests, payments, non-compliance, and community service activity, shall be entered in PTCC.
- e) All elements necessary to complete the PTCC monthly statistical report, master name index, and summary database are entered into PTCC.
- 14. The PTCC monthly report must be printed at the agency level, reviewed and signed by the program director or designee, and mailed to DCJS.



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B. Pretrial Services

Discussion



The purpose of pretrial services is to provide defendant background information and recommendations that will assist judicial officers in determining or reconsidering bail decisions and conditions and to provide supervised release on bail in lieu of a secured bond. A pretrial services program also provides assurances that defendants will comply with other conditions when released to the custody of the program through the provision of supervision as a term of bail.

Judicial officers face a difficult situation in deciding whether to release an accused on bail or to commit to jail and in setting appropriate conditions of bail. The provision of a pretrial report containing defendant information by a pretrial services program is intended to assist judicial officers with this process, especially at initial appearance in General District Court and at subsequent bail hearings. The pretrial screening, interview, background investigation, and risk assessment provides the criminal history and community stability of a defendant including indications of a risk of flight or the potential for criminal activity if released pending trial.

Supervision services are primarily targeted for an accused arrested and admitted to bail but detained in jail in lieu of a secure bond. Pretrial services are intended to replace the use of secure bond as a condition of bail with release and to the custody and supervision of a pretrial services agency with or without an unsecured bond. The intent is to increase the use of non-secure bond as a term of release on bail.

Except for defendants charged with an offense that is punishable by death and other defendants screened out in accordance with DCJS program and risk assessment requirements, **no pretrial services agency shall withhold investigation of or recommendations for defendants based on the nature of the charge or deny supervision to any pretrial defendant placed by any judicial officer.**

The authority for an accused to be released to the custody and supervision of a pretrial services agency is in Article 1(§19.2-121 et seq.) of chapter 9 of Title 19.2 and §§19.2-152.2 – 19.2-152.7 of the *Code of Virginia.*

Program Service Models

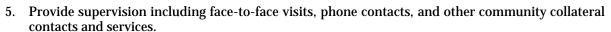
Pretrial supervision and services programs must be consistent with one of the two following models:

- 1. **Pretrial Interview/Investigation for First Appearance/Arraignment in any district or circuit court with Pretrial Supervision and Services:** This model is designed to provide defendant-based information and bail release recommendations. It is primarily designed to provide information to the judge(s) of the district court(s) at the initial appearance for defendants who have been admitted to bail, but not released due to an inability to meet the requirements of a secure bond or have been denied bail. Supervision and services are provided for those released to the custody of the program.
- 2. **Jail-Based Central Intake Services with Pretrial Supervision and Services:** This is a jail-based program model which seeks to integrate and combine the process of investigating defendants for pretrial release with the jail admission/intake process. Defendant-based information, assessment of risk, and bail release recommendations are provided to assist judicial officers and can also be used as the initial inmate classification information for those not released on bail. Supervision and services are provided to those released to the custody of the program.

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Program Services

- 1. Screen adult criminal cases detained awaiting trial in a jail, subsequent to the initial bail hearing in preparation for first appearance/arraignment in General District Court. These cases are primarily defendants who have either been a) denied bail or b) admitted to bail but committed to jail because of an inability to meet the requirements of a secure bond.
- 2. Provide reports to judicial officers that incorporate defendant information on an investigation which includes, but is not limited to, the following: an interview; verified and self-reported information relating to criminal history, financial status, community stability, health and other; national, federal, state, and local criminal history, DMV record, and a risk assessment; and a range of bail release recommendations.
- 3. Appear in court for presentation of the pretrial report recommendations and findings when feasible and applicable.
- 4. Review pretrial defendants who remain detained in jail after arraignment between 7 and 10 days following initial investigation following initial investigation.



- 6. Expedite the release of defendants admitted to jail awaiting trial through the use of direct placements by magistrates.
- 7. Reduce failures to appear and pretrial criminality by providing custody and supervision for pretrial defendants.
- 8. Assist courts by providing optional services including the preparation of indigency assessments as resources allow.
- 9. Assist courts, Commonwealth's Attorneys, and Public Defender by providing pretrial investigation reports where and when appropriate.

Program Targets

Programs shall develop annual program targets based on information from the PTCC generated monthly report and report on the Quarterly Progress Report. The intent of the targets is to improve efficiency and effectiveness of services. Please develop appropriate and reasonable numeric targets specific to your pretrial services program for each of the following minimum, mandatory program targets for both misdemeanant and felons on the Program Target form provided for FY2007 and 2008 (see Attachment A.2). Base your targets on the most current program data. The development of additional program targets is encouraged.

- Total # of Supervision Days (Section I, #7) 1.
- 2. Average Daily Caseload ADC (Section I, #8)
- 3. Average Length of Supervision, ALOS, should be 60 days or less for misdemeanants and **120 days or less for felons** (Section I, #9)
- 4. Total Defendant Placements (Section III, #3)
 - On Secure Bond & Supervision (Section III, #3C)
 - Direct Placement (Section III, #3D)
 - Based on Program Recommendations (Section III, #3E)
 - Against Program Recommendations (Section III, #3F)
- Total Successful Cases (Section III, #4A)
- Total Unsuccessful Completions (Section III, #4B)
- Rate of Successful Closure. This is calculated by taking the Total Successful Cases (#5) divided by the sum of the Total Successful Cases (#5) and the Total Unsuccessful Completions (#6)



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- 8. Total # Defendants Investigated (Section IV, #4)
- Total # Defendants Recommended for supervised release (Section IV, #7B)
 - Accepted by Court (Section IV, #7B1)
 - Rejected by Court (Section IV, #7B2)

Other Program Guidance and Operating Requirements

- All programs established and operated under the authority of the PSA must follow statutes, standards, regulations, and guidelines as prescribed by DCJS. This includes, but is not limited to, the Minimum Standards for Local Community Corrections and Pretrial Services (dated October 1, 2005 and any subsequent revisions or amendments).
- 2. Standard Operating Procedures (S.O.P.): S.O.P. shall be maintained which address and comply with all CURRENT statutes, regulations, standards, guidelines, protocols, and policies. Supervision contractors are also accountable to such statutes, regulations, standards, guidelines, protocols, and policies. S.O.P. must be submitted for review and comment to DCJS prior to the implementation of a new program.
- Workload must justify creating full-time positions. DCJS funding may be utilized for the provision of direct supervision only. DCJS will not fund case management staff-tooffender average ratios of less than 1:40 for pretrial supervision services. (This does not preclude smaller jurisdictions with lower populations from funding. Staff requests should be in proportion to the population served.) Management and support staff should be in direct proportion to offender supervision staff. When contracting for supervision services (allowable only for programs currently approved), the contractor must adhere to staffing ratios.
- Pretrial defendants on supervision may only be transferred between programs established and operated under the authority of the PSA. This includes locally operated programs and those contracted by an authorized Fiscal Agent.
- The maximum *program average* length of supervision from arrest/citation to adjudication/ conclusion is 60 days for misdemeanor and 120 days for felony defendants.
- Pretrial services programs may assist drug courts operating within their jurisdiction with the assessment and supervision of pretrial defendants.
- Substance abuse screenings should be conducted and results recorded in accordance with the specifications of the Interagency Drug Offender Screening and Assessment Committee and DCJS guidelines and protocols. In order for Pretrial agencies to be exempt from conducting screenings, they must send DCJS a letter from the Chief General District Court Judge.
- 8. All pretrial programs approved to conduct the Virginia Pretrial Risk Assessment Instrument (VPRAI) must conduct a risk assessment as part of the pretrial investigation as identified in the VPRAI manual.
- The PTCC case management system must be fully **utilized**. PTCC shall be the primary data source for offender/defendant records management information and case management activities.

 Any program that is not fully utilizing the DTCC system will sight termination of funding with 00. Any program that is not fully utilizing the PTCC system will risk termination of funding with 90 days notice. Full utilization includes the use of all modules and sub-modules-including, but not limited to the following practices:



- All new screenings, investigations, and **risk assessments** are fully entered in the system
- b) Setup module and all associated sub-modules shall be completed at the time of intake and/or pretrial investigation. intake and/or pretrial investigation.
- All CC and PT placement information shall be entered in PTCC modules and sub-modules. This includes new supervision referrals, court ordered obligations or conditions of bail and supervision.

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- d) All case management activity including, but not limited to scheduled events, case notes, referrals, drug tests, payments, non-compliance, and community service activity, shall be entered in PTCC.
- e) All elements necessary to complete the PTCC monthly statistical report, master name index, and summary database are entered into PTCC.
- 9. The PTCC monthly report must be printed at the agency level, reviewed and signed by the program director or designee, and mailed to DCJS.

Restrictions

- 1. Except for the currently approved program, state funding shall **not** be used to contract for pretrial services with a private provider. Service providers must be a local unit of government and have criminal justice agency status as defined by §9-169 of the *Code of Virginia* except for any program certified by the Commission on VASAP pursuant to §18.2-271.2.
- 2. Only those program service models listed in this guide are eligible for state funding.
- 3. The collection of intervention and/or supervision fees for pretrial supervision is prohibited.
- 4. Pretrial services programs funded by this initiative shall not accept referrals specifically for:
 - a. the purpose of evaluating a defendant's performance on supervision or treatment,
 - b. an extended period of time for an assessment or evaluation,
 - c. a specified period of pretrial supervision established by court order,
 - d. any period of supervision following trial as a condition of any case taken under advisement, deferred judgment, or a deferred proceeding where the court does not make a finding of guilt (commonly referred to as "pretrial diversion"),
 - e. where there is a an "accord and satisfaction" agreement, and
 - f. defendants appealing their conviction or sentence in circuit court

Note: This does not include the court extending the period of supervision for a defendant **already under supervision** through the pre-sentence investigation period in lieu of bail revocation. Such "extended" supervision cases should not exceed the established standards for average length of supervision.

- Pretrial services programs shall not recommend defendants for supervised release with a secure bond.
- 6. Except for defendants charged with an offense that is punishable by death and other defendants screened out in accordance with DCJS program and risk assessment requirements, no pretrial services agency shall withhold investigation of defendants charged with any other offense or deny supervision to any pretrial defendant placed by any judicial officer.



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C. Public Inebriate Diversion

Discussion

The intent of public inebriate diversion is to provide an alternative to the arrest of adult individuals for the offense of public drunkenness. This program provides the means to establish a court-approved Detoxification Center Program for use by law enforcement officers or other agents approved for transportation and placement of public inebriates in lieu of arrest. Improved efficiency and effectiveness of the local criminal justice system is provided through reduced law enforcement, magistrate, jail, and court involvement with public inebriates.

The program follows the intent of enabling legislation introduced in 1982 providing criminal justice diversion utilizing the public safety or "sobering-up services" model. This type of facility and program is designed to address the short-term needs of the public inebriate and provide an alternative to the local jail or lock-up.

Goals & Objectives

Programs are required to submit goals and objectives for FY2007 and 2008. Applicants should develop specific measures and reasonable ranges to determine performance in meeting the follow service objectives:

- 1. To reduce arrests for public intoxication in the localities served by the sobering up center (estimated percentage reduction).
- 2. To divert public inebriates from arrest and detention in jails or lock-ups.
- 3. To monitor the "sobering up" process.
- 4. To familiarize public inebriates with, and to facilitate referral and admission to, facilities and programs providing services for extended sobriety.
- 5. To assist other community resources in the preparation of individual treatment plans.

Other Program Guidance

Admission/Requirements (to demonstrate continued need for services):

- 1. Law enforcement or law enforcement approved admissions to the center must, at a minimum, be equal to half of the number of adult law enforcement arrests for public intoxication reported for the period CY2002 through CY2004.
- 2. Law enforcement or law enforcement approved admissions must represent 75% of the combined public inebriate admissions.
- 3. Walk-ins should comprise no more than 25% of public inebriate admissions.

Operating Requirements

- 1. <u>All</u> programs must submit a current and approved Standard Operating Procedure (S.O.P.) to DCJS. S.O.P must meet the following:
 - a. Approved in writing by:
 - 1. The chief law enforcement officer or officers authorized and responsible for arrest in the localities served by the program.
 - 2. The chief judge or judges of the General District Court in the judicial district(s) served, or to be served, by the program.

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- b. S.O.P. shall comply with:
 - 1. §§ 9-173.1, 9-173.2, and 18.2-388 of the *Code of Virginia*
 - 2. Service requirements for "sobering up services" as described in Article 4, Detoxification and Sobering Up Centers, pp. 29 and 30 of Rules and Regulations for the Licensure of Facilities and Providers of Mental Health, Mental Retardation and Substance Abuse Services; effective January 13, 1995
 - 3. Procedures for direct law enforcement or law enforcement approved admissions
 - 4. Procedures for self/walk-in admissions of individuals who are inebriated and could be arrested for public drunkenness
 - 5. Procedures for identifying admissions
 - 6. Procedures for tracking and recording data on admissions
 - 7. Procedures for emergency medical, fire, and rescue services
 - 8. Procedures for monthly reporting of diversion data.
- 2. Facilities receiving funds in addition to those provided for a DCJS Detoxification Center Program, and/or providing social detoxification services, in addition to or other than those defined in these guidelines, are required to be appropriately licensed by The Department of Mental Health, Mental Retardation, and Substance Abuse Services (DMHMRSAS).
- 3. Non-community service board programs and facilities providing public inebriate diversion, "sobering up services," and/or self-help services may operate solely under the rules and regulations promulgated by the Department pursuant to §§ 9-173.1 and 9-173.2 of the *Code of Virginia*.